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IAS - 127/74  
2 October 1974

MEMORANDUM FOR: Deputy Director, Office of Economic Research

SUBJECT : Continuance of Project [ ] Beyond CY 1974

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25X1 1. Project [ ] was tasked with producing a Soviet spring wheat yield estimate while further exploring methodology and techniques unique to the analysis of agricultural practices. The project did demonstrate the feasibility of determining Soviet grain/wheat production with sufficient validity, credibility, and accuracy to significantly modify CIA [ ] estimates of Soviet grain/wheat production in 1974.



25X1 3. Despite these problems, there is reason to believe that, with refinement of data collection--especially as regards weather information--improved information retrieval, and "tuning" of the computer wheat model, the effectiveness of the system for deriving an accurate yield estimate for Soviet wheat will be significantly improved. We believe, therefore, that the program should be continued for at least one additional year to permit these refinements to be made.

25X1 4. It is our understanding that, although ORD will no longer fund the entire project, it will fund some additional research and development work involving [ ]. In looking for a sponsor to provide administrative control and funding of the operational aspects of the project, we believe it should properly reside within a production office of the DDI rather than in an imagery exploitation element. From our point of view, OBGI would be the logical candidate to take over the program.

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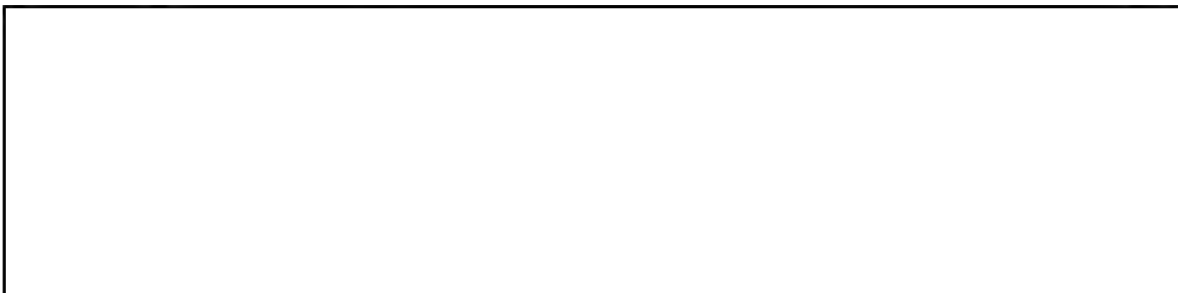
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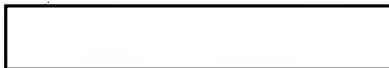
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6. If the project is extended for an additional year, we would then expect the results to be reviewed toward possible application for crop estimating in other areas of the world, as well as the potential for similar kinds of statistical analysis of other basic commodities and resources. If in fact the techniques prove successful and the new ERTS system proves out an increased capability, the question then arises whether this activity should remain in the purview of the intelligence community or be administered and utilized by other agencies of the Federal Government.



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GEORGE W. ALLEN  
Director  
Imagery Analysis Service

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21 October 1974

Questionnaire Concerning Imagery-Related Functions  
of the Collection Guidance and Assessments Staff  
(Reconnaissance Group/CGAS)

1. How do you rate the imagery-related services provided by the CGAS Reconnaissance Group personnel in terms of their value to your organization?

- a. Collection/Targeting/Mission Management: Conducting imagery target research, notifying offices of scheduled reconnaissance missions; receiving, checking, collating, and prioritizing office inputs; formulating CIA's final mission input and supporting its imagery collection requirements in the COMIREX/ICRS arena; monitoring and taking necessary follow-up actions; and keeping CIA offices informed on mission data relevant to their individual imagery collection requirements.

/ /Of no value    /X/Of some value    / /Essential    / /Of great value

Comments: The function of centralized target programming is probably essential, though we have little first-hand knowledge of its operation by ICRS. Normally we submit collection requirements through production office channels. In those cases where requirements are placed directly on ICRS, feedback has been infrequent. We rely instead on daily NPIC computer runs to determine coverage required. We also receive mission scheduling and status data from NPIC rather than ICRS. We are unaware of any "target research" conducted.

- b. Exploitation Requirements: Defining, processing, and coordinating intelligence production office (DDI and DDS&T) and DDO requirements for imagery exploitation; determining appropriate exploitation--national (NPIC) vs. departmental (IAS), first- or second-phase vs. third-phase, and direct support vs. basic reporting; monitoring all aspects of

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imagery exploitation relative to CIA ad hoc or standing requirements and the USIB-approved National Tasking Plan so as to avoid unnecessary duplication or conflict and maximize the use of PI resources.

/ /Of no value /X/Of some value / /Essential / /Of great value

Comments: Much of the effort in the defining, processing, and coordinating of requirements for imagery exploitation is handled between personnel of IAS and the production offices.

25X1  are normally not handled through CGAS. In the ensuing years since the formation of IAS, the understanding of what constitutes community vs. departmental requirements has become reasonably clear, and little problem remains in this area. Each year the basic program for IAS is worked out in detail between ESD/IAS managers and OER and blessed by EXSUBCOM. We are not sure what "monitoring" means here or what its effects might be.

It is our opinion that the requirements function could be handled effectively by IAS, as well as the determination of requirements to be exploited by NPIC. If this were unsatisfactory to NPIC, such requirements could be submitted to EXSUBCOM, the body legally constituted to handle NTP requirements. It might be argued that difficulties could arise in an IAS takeover because of the separation between the requesters and IAS; but analyst-to-analyst relationships are well established and constantly improving; and as stated above, many requests, including all of DDO's, are developed and levied in this manner now.

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- c. COMIREX Representation: Representing the interests of your office and other Agency components by providing the CIA representation at COMIREX, ICRS, EXSUBCOM, Requirements Working Group, CADCOG, and various task teams.

/ /Of no value /X/Of some value / /Essential / /Of great value

Comments: Representation of IAS' interests on COMIREX, its various subcommittees and working groups, has been spotty and must be considered generally poor. We have found it necessary to assign IAS personnel to some of these areas to insure our interests are protected. A major part of the problem is that the matters brought before these groups frequently deal with exploitation matters affecting IAS operations directly or the relationship between IAS and its customers. And in this context CGAS is unable to speak authoritatively on these subjects; nor should they. The COMIREX representative could come from a number of interested components, including IAS, but he would best serve if located at Headquarters. The EXSUBCOM representative should definitely be an IAS officer, as the entire thrust of this committee deals with exploitation matters which affect IAS one way or another. The CIA representation to ICRS, as well as CADCOG and other exploitation-related working groups or task teams, could also be effectively performed by IAS. IAS has CIA membership in EXRAND.

- d. Processing Photo Requests: Preparing film orders or requests for other photographic materials for Agency

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requesters or contractors and coordinating these requests with NPIC or IAS as appropriate.

/ /Of no value /X/Of some value / /Essential / /Of great value

Comments: CGAS relieved IAS of a portion of this function some time ago. However, we still service a fair number of photo orders. Our prior experience indicated a proportion of these requests were wasteful and probably non-essential. Guidelines should be established to eliminate as much of this function as possible. If necessary, IAS personnel could handle this additional workload with those we are presently processing.

2. Do you feel that any of these activities could be absorbed by your office? If so, what would be the cost to your office (manpower/funds), and what advantages or disadvantages might be expected?

We think a consolidation of these activities within IAS would affect economics. We are uncertain how much, as details on some of the activities are not well known. Assuming these functions in IAS would expand the scope of our operations, closing the loop between collection and exploitation. It would also provide new opportunities for IAS managers. Links between CIA's departmental PI activity and the production offices would be strengthened and improved. The distinction between the responsibilities of IAS and the NPIC would be sharpened. IAS would be brought directly into the planning and decision-making process on all aspects of photo related matters, insuring that collection and exploitation decisions are relevant to capabilities and needs.

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The handling of exploitation requirements by IAS managers in conjunction with managers of the production offices will eliminate duplication, paper handling, and processing delay. Overall, assumption of these functions by IAS would reduce manpower costs and enhance communications between planners, exploiters, and finished intelligence producers.

3. In your opinion, could any of the activities described under Question #1 be curtailed or eliminated, now or in the near future? Please explain.

As noted in our comment on film reproduction, the establishment of guidelines to service the legitimate needs for photo duplication could probably reduce this activity considerably.

4. Do you agree with the concept that CIA needs its own central mechanism for coordinating imagery collection/exploitation requirements in-house just as COMIREX provides this function for the intelligence community as a whole?

Constituted as noted in paragraph 2, a central mechanism for coordinating imagery collection/exploitation requirements in-house would be most useful.



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current or future missions. These requests usually are forwarded to pro-  
duction offices and they in turn send them to CGAS. [redacted]

[redacted] we would work directly with CGAS. Since  
NPIC computers are used to maintain our target files, we use the same com-  
puters to report to us the coverage acquired [redacted]

(MSD)

/ /Of no value / /Of some value /X/Essential / /Of great value

Comments: Because this is presently our only way of getting coverage  
directly.

(PSS)

/ /Of no value / /Of some value /X/Essential / /Of great value

Comments: I think a central authority needs to perform these activities  
to avoid duplication and to bring order into the management of collection  
requirements.

- b. Exploitation Requirements: Defining, processing, and co-  
ordinating intelligence production office (DDI and DDS&T)  
and DDO requirements for imagery exploitation; determining  
appropriate exploitation--national (NPIC) vs. departmental  
(IAS), first- or second-phase vs third-phase, and direct  
support vs. basic reporting; monitoring all aspects of  
imagery exploitation relative to CIA ad hoc or standing  
requirements and the USIB-approved National Tasking Plan  
so as to avoid unnecessary duplication or conflict and  
maximize the use of PI resources.

/ /Of no value /X/Of some value / /Essential / /Of great value

Comments: CGAS presently appears to operate as a mail service rather  
than a critical reviewer of requirements. I think this function could be  
performed by IAS (although I don't think NPIC would like us to do so).

(ESD)

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/ /Of no value /X/Of some value / /Essential / /Of great value

Comments: This role is a diminishing one. During the JIIRG  era, when we were overwhelmed by "black boxes" and departmental versus national requirements, IRD (CGAS) provided some oversight and enforcement. We are all a little more sophisticated now and play the major role in determining the fate of CIA requirements. The Headquarters requester is also more keenly aware of the direction his requirement should take. If he isn't, a PI usually provides the guidance. In short, we could do it.

(MD)

/ /Of no value /X/Of some value / /Essential / /Of great value

Comments: At this point in time the difference between national- and departmental-level requirements is fairly well established. CGAS is no longer required to arbitrate these disputes. The largest percentage of requirements coming to IAS is from well-established requesters and CGAS acts only as a focal point for the "required (?)\" paperwork. The substance of most of these requirements is ironed out between analysts separate from this process. CGAS probably is of greatest assistance to IAS in the aid they provide to new requesters.

(MSD)

/ /Of no value /X/Of some value / /Essential / /Of great value

Comments: Most of this we could do ourselves, but there is some question if we could effectively avoid duplication with some other PI shops. We should determine what would go to NPIC or IAS.

(PSS)

/ /Of no value /X/Of some value / /Essential / /Of great value

Comments: IAS could handle the defining, processing, and coordinating of imagery exploitation requirements from the production office. The rest of the activities could be performed by IAS with little difficulty.

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- c. COMIREX Representation: Representing the interests of your office and other Agency components by providing the CIA representation at COMIREX, ICRS, EXSUBCOM, Requirements Working Group, CADCOG, and various task teams.

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/ /Of no value ☒ /Of some value / /Essential / /Of great value

*by (not) by* Comments: The COMIREX rep could come from anywhere, providing he talked often with the right people. The EXSUBCOM rep should be an IAS man. This could mean he also would be on certain Requirements Working groups. The ICRS job could be performed out of IAS, although I personally wouldn't want to see it here. CADCOG and various task teams could be staffed by members of any organization.

*representative has been assigned* (ESD)

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/ /Of no value ☒ /Of some value / /Essential / /Of great value

Comments: Usually, CGAS "representation" of IAS' interests before EXSUBCOM and others has been limited to an occasional alert of an upcoming topic. Normally we must interpret the meaning of the agenda items ourselves and determine if we should sit in on that discussion. In the case of the recent meetings of the EXSUBCOM exploitation requirements coordination meetings to determine targeting for new systems, IAS was invited as an afterthought, and not by CGAS. Don't we make our own input to CADCOG thru our representative? Some single agency representation to these committees is necessary, but the present system is not very effective.

(MD)

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/ /Of no value / /Of some value ☒ /Essential / /Of great value

Comments: It is imperative that these meetings be attended by knowledgeable people who can speak for the Agency. These responsibilities could be split up amongst several other organizations, but this would not change the amount of time required to fulfill this obligation.

(MSD)

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? / /Of no value / /Of some value / /Essential / /Of great value

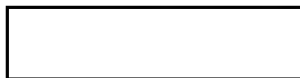
Comments: We have direct representation or observers in some cases.  
How much else we need is not clear to me.

(PSS)

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/ /Of no value / /Of some value /X/Essential / /Of great value

Comments: CGAS represents IAS on COMIREX, but an IAS observer often  
attends the meetings.



STAT

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- d. Processing Photo Requests: Preparing film orders or re-  
quests for other photographic materials for Agency requesters  
or contractors and coordinating these requests with NPIC  
or IAS as appropriate.

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/ /Of no value /X/Of some value / /Essential / /Of great value

Comments: Like the requirements process, I think CGAS is primarily  
a mail service. This could be done here.

(ESD)

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/ /Of no value / /Of some value /X/Essential / /Of great value

Comments: This function relieves IAS of a considerable load of photo  
orders. Its filtering system does break down, however. An analyst can  
dump a large photo order on IAS just by mentioning a PI's name on the  
request.

(MD)

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/X/Of no value / /Of some value / /Essential / /Of great value

Comments: This could be handled directly between organizations with  
some established guidelines. No need for CGAS to process these requests.

(MSD)

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/ /Of no value /X/Of some value / /essential / /Of great value

Comments: Saves us manpower on routine requests. We used to do  
this ourselves.

(PSS)

/ /Of no value /X/Of some value / /Essential / /Of great value

Comments: IAS performed these activities in the past and could in  
the future at an additional cost in manpower.



STAT

2. Do you feel that any of these activities could be absorbed by your  
office? If so, what would be the cost to your office (manpower/funds),  
and what advantages or disadvantages might be expected?

The requirements and photo request business could be performed here  
very effectively. Also, the EXSUBCOM rep should be an IAS man. I think  
this could be done by 1-2 additional people in our PSS/PB arena.

(ESD)

Most of the exploitation requirements could be handled within IAS at  
a small cost. Assuming the Collection/Targeting/Mission Management func-  
tions would be costly--and probably inefficient. This is a "papermill"  
job, but could be done better than it is presently.

(MD)

Yes, IAS could probably lend some assistance in filling the gap. The  
seat on EXSUBCOM is probably the most appropriate.

(MSD)

1) Processing and coordinating requirements, 2) processing photo re-  
quests. Probably need two more requirements officers to handle these  
activities.

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IAS could absorb the activities described in Questions 1b and 1d. Elimination of a middle man and more direct contact between requester and imagery analyst is an advantage. It would cost an additional requirements officer.

STAT

IAS presently handles DDO requirements and also checks the NTP to avoid unnecessary duplication or conflict. We could probably handle the other duties for exploitation requirements with the aid of an additional requirements officer.

STAT

3. In your opinion, could any of the activities described under Question #1 be curtailed or eliminated, now or in the near future? Please explain.

I think these functions need to be continued, but the responsibility for some shifted to IAS (see Question 2). The ICRS function could be done here also (in order to keep the whole requirement process together) but its effectiveness wouldn't be enhanced by having it here.

(ESD)

I think that the exploitation requirements could be handled in IAS. The Collection/Targeting/Mission Management functions should probably remain with CGAS.

(MD)

Several. We are not convinced that the photo requests have to be handled through CGAS. Nor are we convinced that a formal requirement system is necessary for ad hoc or departmental requirements. PI's are the only analytical area that work under this type of formal structure.

(MSD)

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All these are needed and should be provided by one organization. The extent that CGAS now actually performs all these is open to some debate.

(PSS)

No, I think all are needed, and a central office should perform these activities for the DDI.

STAT

No, I think a central office is needed.

STAT

4. Do you agree with the concept that CIA needs its own central mechanism for coordinating imagery collection/exploitation requirements in-house just as COMIREX provides this function for the intelligence community as a whole?

Yes--this will be especially true in the new system era when things are moving more rapidly and in larger quantities.

(ESD)

It would be difficult to see future collection management without a central focus (CGAS or other). What is needed is a better effort by the present mechanism. Placing an IAS analyst in the Watch office to provide targeting expertise would require some re-thinking of the collection coordination process.

(MD)

Most definitely. However, it does not need to be a separate organization. It could be a function of the analytical organizations working with the imagery.

(MSD)

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Yes, for collection requirements. No, for exploitation requirements.  
These should be coordinated through IAS.

(PSS)

CIA needs a central mechanism for collection requirements, but for  
exploitation purposes the consumer should deal directly with the imagery  
service having the required expertise.

	<input type="text"/>	STAT
Yes for collection.	<input type="text"/>	STAT